

CITY OF DETROIT

EVACUATION PLAN



October, 2012

Purpose of the Evacuation Plan

The purpose of the City of Detroit Evacuation Plan is to serve as an Evacuation Guide for Detroit Emergency Responders and to educate the citizens and guests of Detroit on how to respond to an Emergency requiring evacuation. The Mass Evacuation Incident Plan provides an overview of mass evacuation functions and department roles and responsibilities in preparing for and conducting mass evacuations. Evacuations take place when lives are put in danger due to a disaster or emergency that could result in severe effects to the citizens, infrastructure and economy.

Disasters/emergencies can occur with little or no warning. Most evacuations result from natural disasters, particularly wildfire threats to populated areas; technical disasters, including fixed site and transportation-related industrial accidents; and malevolent acts, including terrorist attacks. Combine these larger-scale evacuations with much more frequent small-scale ones, and it becomes clear that evacuations occur on an almost daily.

The Plan directs the organized, phased and supervised withdrawal of civilians from dangerous areas which may occur under different circumstances. A jurisdiction may need to evacuate one block of office buildings (water main break), a neighborhood (fire storm), a major portion of the downtown area (terrorist attack), or even an entire city (earthquake). Evacuations are often multi-jurisdictional activities, making successful evacuations challenging to execute due to the level of coordination required among agencies and jurisdictions.

All attempts will be made “Not to Evacuate” if the situation allows “Shelter in Place”. Evacuation may be necessary for a number of reasons. Some evacuations will be short (less than 24 hours) while others may be for a longer term (more than 24 hrs). Some evacuations may allow residents time to prepare (1 or 2 hrs.) while others orders to evacuate may only provide a few minutes notice. Therefore, evacuation orders will vary depending on situation. This plan is general in nature, and based upon assumptions.

In the event of a real emergency or disaster, the Incident Command System will be utilized to manage the operational response. The Operations and Planning Sections will customize the Operation Plan to meet the needs of actual situation. Depending on the nature and severity of the incident specific action plans will be established that will identify operational periods, specific areas to be evacuated, evacuation

routes, staging areas, shelter alternatives, and emergency ingress routes for emergency responders.

Policies

Local government has the primary responsibility for planning and executing operations of mass evacuations.

Mass evacuations will be coordinated through the Office of Homeland Security and Emergency Management.

Supporting departments will include Detroit Fire Department, Detroit Police Department, Detroit Department of Transportation, Detroit Health Wellness and Prevention, Detroit Human Services Department, Community Access Centers, Detroit Department of Recreation, Department of Public Works, 211 Call Center, and Non Governmental Organizations.

Authority to Enter Buildings and Premises:

Refer to Detroit Police and Fire Departments Ordinances.

Planning Assumptions

The Office of Homeland Security and Emergency Management in conjunction with state and other governmental authorities will decide on the destination for evacuees, and will regulate flow of transportation assets.

The Office of Homeland Security and Emergency Management in conjunction with state and other governmental authorities will ensure receiving jurisdictions agree to accept individuals prior to evacuation.

- Evacuation Plan will include support for special needs population.
- Evacuation plans will include the evacuation of household pets.
- Evacuation Plan will include Family Reunification procedures.

- Residents of the evacuated area will need to return to the area post event.
- All Special Preplanned Events will include an Evacuation Plan Annex to the Operations Plan.
- The City of Detroit Emergency Operations Center will be operational during disasters and Special Pre Planned Events.

Objectives

- Protection of Life and Property
- Timely and efficient notifications to Public
- Orderly evacuation of portions or the entire City of Detroit
- Manage the Evacuation egress so not to interfere with ingress of Emergency Responders.
- Maintain security during Evacuation Period.
- Conduct the safe and orderly return of residents.

Key Considerations

Lead Time Required to Conduct Mass Evacuations: It may be necessary to activate plans as much as 72 hours prior to the time an evacuation is likely to be ordered. Resources may need to be mobilized as much as 48 hours prior to the start of evacuations to have sufficient capacity in place once the evacuation order is given.

Limits in Weather Forecasting: The variables in forecast tracking, intensity of weather systems make it extremely difficult for decision makers to commit costly resources more than 48 hours in advance.

Limits in Accidents and No Notice Evacuations: Accidents may happen at any moment and during any weather condition which will make it extremely difficult for decision makers.

Interdependencies between Shelters and Transportation: The transportation solution to a mass evacuation is based on the number of people needing evacuation. The availability of privately owned transportation, numbers of evacuees with special mobility and medical needs, the time available to conduct operations, and the distance (and availability of) shelters. If shelters are located too far from the evacuation area, transportation assets (buses, trains and aircraft) cannot be recycled and may only be able to make one trip during the evacuation period. It is critical to identify and predestinate general and special needs shelters as close to the evacuation areas as possible. The designations of pet shelters or shelters that will accommodate pets are as equally important to the success of an evacuation.

Special Need of Children: It is critically important to recognize the special needs of children during mass evacuations. In a no-notice evacuation, children could be gathered in large numbers away from their parents, whether schools, childcare facilities, summer camps, hospitals, or other locations. Reunification of children separated from their parents will be an issue during evacuation and consideration will be given to accomplishing this.

Special Needs Populations: Accommodations must be made for the special needs of citizens of the affected areas. These needs may include practical/and/or functional assistance in communication, mobility, maintaining independence, and medical care.

Special needs population categories that may require particular attention in your jurisdiction:

- Restricted mobility (wheelchair/walking aid);
- Patients/residents of hospitals, nursing homes, and assisted care facilities;
- Hearing-, language- or vision-impaired;
- Non-English speaking persons;
- Incarcerated persons (e.g., county jail, detention cells in courthouses);
- Transient populations (e.g., tourists, seasonal workers, homeless)
- Students and children (e.g., colleges, schools, and childcare centers)
- Tourists and other people not familiar with the region
- Animals (farm animals; kennels; veterinary hospitals; zoos; theme parks; pet stores; university laboratories)

Animals (Pets): The requirements for transporting and arranging for shelter and care of animals when they need to be relocated from their homes are significant importance. Special evacuation requirements for each category of animal are identified within the National Response Framework.

Service Animals: The ADA defines service animals as any guide dog, signal dog, or other animal individually trained to provide assistance to an individual with a disability including, but not limited to guiding individuals with impaired vision, alerting individuals with impaired hearing to intruders or sounds, providing minimal protection or rescue work, pulling a wheelchair, or fetching dropped items. Under ADA Regulations, service animals have access to the same facilities as the humans they serve.

Concept of the Operations

The conduct of evacuation operations is generally a local responsibility. However, there are circumstances that exceed the capability of the jurisdiction to support mass

evacuations. Whenever practical, precautionary mass evacuation support is provided before a event to move citizens away from a potential incident. Mass Evacuations will require the cooperation of many different Emergency Support Functions (ESF), the below listed Emergency Support Functions (ESF) will be employed to execute this plan and conduct operations as the situation develops.

Parties Involved in Planning and Conducting an Evacuation

Jurisdictions need to recognize that conducting an evacuation involves numerous parties. Evacuation planning should not be conducted in isolation; a plan for a mass evacuation from a catastrophic incident should be a collaborative effort among all relevant agencies. The process of working with partner agencies to assess risks, develop strategies and contingencies, and exercise and test plans is an important part of the process. It builds effective working relationships among agencies and managers, shares the knowledge and expertise across many disciplines, and resolves potential areas of confusion.

Coordination of evacuation activities between neighboring jurisdictions is important as well and will help lead to a successful evacuation effort. Mutual planning (or plan reviews) among all involved jurisdictions helps to ensure that they have realistic expectations of each other's capabilities. This could be in terms of the number of a specific resource an agency has access to, the number of evacuees a jurisdiction is able to shelter, or the response time for emergency response personnel from another jurisdiction to arrive on-scene. It is counterproductive if one jurisdiction's evacuation plan calls for sending all evacuees into another jurisdiction, only to find out during the evacuation effort that the shelter being utilized can handle half of the population originally assumed. Working together during the planning process will help alleviate discrepancies between expectations and actual abilities.

This coordination becomes extremely important when designating evacuation routes. If state and local plans have provisions for contra flow operations, a system needs to be identified in their plans for communicating and coordinating contra flow operations with neighboring jurisdictions.

When identifying those entities that should be involved in the evacuation planning process, a jurisdiction should consider including the following entities in any planning, training, or exercise efforts:

- Executive branch of government (e.g., Mayor, County)
- Emergency management and first responder agencies
- Transportation and transit providers
- Mass Care Planners
- Neighboring jurisdictions
- Federal government agencies
- Organizations and private-sector companies that may support an evacuation

Having the appropriate entities involved in the evacuation planning process from the beginning will contribute to a smoother evacuation should the plan require activation because all involved parties will be familiar with the process.

ESF#1- Detroit Department of Transportation provides transportation technical assistance and analysis for evacuation operations and evacuation route conditions.

ESF #3 – Detroit Public Works, General Services and Buildings Safety and Engineering ensures debris removal and clearance of evacuation routes.

ESF #4 – Detroit Fire Department conducts firefighting operations and assists in the alert and notification of the evacuation.

ESF #5 – Emergency Management activates the EOC for situational awareness and the common operating picture. Coordinates evacuation operations, and ensures that sufficient assets are deployed to the field to provide accurate coordinated, timely information to affected audiences.

Provides coordination of mass evacuation efforts and provides Emergency Operations Support in coordinating incident management efforts, incident action planning, mission assignment. Coordinates evacuation operations, and ensures that sufficient assets are deployed to the field to provide accurate coordinated, timely information to affected audiences.

ESF #6 – Detroit Department Health Wellness and Preparedness and Human Services provides information and coordination in the non-medical mass care aspects required for mass evacuation, including housing and human services coordination.

ESF #7 – General Services provides resource Support provides goods and services to support evacuation efforts and transportation services.

ESF #8 – Detroit Department Health Wellness and Preparedness, Human Services and Emergency Medical Services (EMS) provides assistance in identifying the public health and medical needs of victims, to included patient evacuation and child reunification with appropriate adult.

ESF # 11 – Detroit Department Health Wellness and Preparedness and Human Services provides information and coordination for the evacuation and shelter of household pets.

ESF #13 – Detroit Police Department provides safety and security measures (crowd control, traffic control and direction) and assist in evacuation of citizens.

Incident Command Structure/National Incident Management System

A robust command structure greatly improves the response capabilities of emergency management agencies to any kind of incident. It facilitates centralized decision-making based on current information, coordinated response activities among multiple agencies at different levels of government, and flexibility to adapt to changing circumstances.

The National Incident Management System (NIMS) is a comprehensive national approach to incident management, applicable at all jurisdictional levels and across functional disciplines, which improves the effectiveness of emergency response. It comprises a set of operating principles and guidelines designed to provide a consistent approach to incident response management and improve the ability of agencies to work together effectively and efficiently. It is recommended that the evacuation plan is developed in accordance with NIMS principles and protocols.

The Incident Command Structure (ICS) is an operational element of the NIMS. It establishes a standard organizational structure for incident management, which enables multiple agencies and jurisdictions to work together effectively during a response effort. The ICS framework is designed to be adaptable for a broad range of incident types and combinations of response agencies. ICS is most beneficial when staff from all relevant agencies have received training in ICS principles and practices. This is particularly important during an evacuation, which involves many different types of agencies with varying levels of experience in emergency management and response. NIMS and ICS will help foster better coordination among such agencies.

Evacuation managers will need to rapidly establish an appropriate command structure that will enable an effective response to identify, move and safeguard the at-risk population. This is much more likely to occur successfully if a jurisdiction has established a clear set of protocols and procedures with regards to how an ICS command system will be initiated, organized, and implemented across multiple agencies and jurisdictions. It is important to anticipate and identify those who may become the Incident Commander (IC) and ensure they have both the training and resources available for when they may be called on to declare and initiate an evacuation. Further, the jurisdiction should identify from where the incident will be managed; with the exception of small evacuations that can be managed from an Incident Command Post (ICP) in the field, most evacuations will need to be managed from an operation or control center.

It is important to remember that over the course of a large-scale emergency, particularly one affecting multiple jurisdictions; it is likely that overall command of the evacuation management will transfer between agencies over time. This is so that command is always being conducted by the agency with the proper authority, expertise and resources for the given circumstances; this is the heart of the ICS approach, to maintain span of control with appropriate staff and resources.

Evacuation planners can set parameters to determine which agency will be in command of an evacuation under each set of conditions or circumstances; relevant factors include the geographic scope of the evacuation, as well as the types of staff and resources involved in the response. This will help to establish a clear protocol which agencies can use during an evacuation to understand how and why command will be transferred, thus maintaining a clear hierarchy within the overall command structure. Procedures for transferring command should also be prepared; these will enable incoming commanders to quickly get a full understanding of the situation and the response efforts to date.

It will be important to remember that there will likely be many players that are not familiar with ICS and NIMS. The transportation community, public works departments, and others providing important resources to an evacuation plan should not expect to play a lead role in establishing and managing a command structure; however, they need to be familiar with how the structure works, the hierarchy that will be followed by first responders, and the protocols and standard operating procedures that will be employed. Many instances exist in which transportation staff or public works crews, particularly highway incident response and maintenance crews and transportation management staff, are the first to detect and respond to an incident. They need to be able to assess the situation, and make decisions that will trigger a local or regional notification process. This requires mutual familiarity among transportation and first responder staffs, particularly as to roles and responsibilities and how best to engage one another during an incident.

Evacuation Phases

Listed below are the six phases of an evacuation. The phases are summarized here to provide readers a clear, high-level understanding of the types of activities an effective evacuation plan will address - before, during, and after an evacuation. The evacuation plan templates, as well as the relevant planning checklists, in this template are organized around these six phases.

1. ***Incident Analysis Phase*** – The Incident Analysis Phase is when information becomes available about an incident that has occurred or is likely to occur. It outlines the procedures used by local officials to collect data from the on-going disaster incident to determine whether an evacuation should occur. If a no-notice incident occurs there will usually be a delay in information flow to decision makers and evacuation orders might have to be issued before a full, complete picture of the situation is available. Since evacuations are often times multi-jurisdictional, this phase will determine what type command structure to adopt (Incident Command, Unified Command, Area Command, etc.) and how elected officials will provide approval. Evacuation personnel will analyze additional aspects of the situation:
 - Nature of the hazard (magnitude, direction, speed, duration, etc.)
 - Population characteristics (numbers, special needs, transportation required, etc.)
 - Local geography and facilities at risk
 - Assets available to support an evacuation Information gathered during this phase should be used when making a determination of whether an evacuation order should be issued.
2. ***Warning Phase*** - This phase involves notifying all of the relevant agencies and the general population that an evacuation will be or has been declared. Relevant issues include the various types of warning technologies, verification procedures, authorization, as well as which jurisdictions/agencies/organizations should be warned and the composition of those warning messages. Warnings should take place before an incident

occurs, if possible. In addition, warning messages that provide updated information should occur at regular intervals throughout an incident's duration.

3. ***Preparation to Move Phase*** – The Preparation to Move Phase focuses on coordination with other jurisdictions; confirming what is permissible under a jurisdiction's legal charter; determination of evacuation routes; whether support services, assembly points, shelters and reception areas are required; as well as coordination of public information and elected officials.
4. ***Movement & En-Route Support*** – This phase includes operational activities that support the actual movement of the affected population from the unsafe area to the reception and support safe area. A determination should be made about where a law enforcement presence is required, what assets
- 5 ***Reception and Support*** – Reception and Support focuses on receiving evacuees at the reception point; triage; life support services to include shelter, food services, sanitation, public information/education, medical and mental health services, pet and service animal support, and care for livestock.
- 6 ***Return Phase*** - The Return Phase includes planning steps for a controlled safe return by the evacuees to the previously evacuated area or onward movement to a new location.

Planning

Once an incident occurs and it is determined that an evacuation is necessary, quick access to certain information will be vital to decision makers and response personnel choosing the best course of action. Particularly with no-notice incidents, there will be minimal time for an assessment to take place before decision makers have to decide if and how to implement an evacuation. For any entity that will have a role in an evacuation, preplanning is a necessary undertaking.

Preplanning refers to planning efforts taken by a jurisdiction or agency before they are aware that they need the information to make an operational decision.

Preplanning can be used to gather relevant data on many facets of an evacuation, ranging from evacuee statistics to likely hazards to information specific to potential evacuation routes. For example it is considered preplanning if transportation officials determine the capacity, safety and potential chokepoints of their transportation

infrastructure so that if an incident were to occur the information would be on hand to aid decision makers.

Evacuation decisions will likely rely heavily on the estimates determined during preplanning activities, using the limited real-time information available for guidance. It becomes an essential process in preparing a jurisdiction to respond to an evacuation. As such, one of the main focuses of a jurisdiction's evacuation plan should be on preparedness and planning activities.

Geographic Scope

One of the first steps in creating an evacuation plan is to determine the geographic scope of the plan. This helps to identify who should be involved in the planning process and what issues are to be addressed in the plan. This entails four main considerations:

Legal jurisdictions covered by the plan

If an evacuation occurs in your jurisdiction, can aspects of the evacuation plan be legally activated and used as part of the evacuation response?

Geographically distinct areas of note covered by the plan

Consider location of specific hazards (e.g., floodplains, nuclear power plants, etc.)

- Are there some areas that only have a single point of access (e.g., an island with a single bridge)?

Geographic areas of strategic concern outside the plan's legal jurisdiction

- Which jurisdiction(s) outside the legal scope of the evacuation plan might play an integral role if an evacuation of your jurisdiction were to occur?
- Distinct zones within your jurisdiction
- How is your jurisdiction divided? Are some areas mainly residential? Industrial? Commercial? Known for having a high population of

students? Tourists?

Public Notification

When implementing the Emergency Evacuation Plan, the City of Detroit Department of Homeland Security/Emergency Management will activate the Emergency Alert System via the Emergency Alert Sirens. Further alert instructions will be provided via All Hazard Radio's, AM /FM radio stations, television stations via notification through Wayne County, Homeland Security and Emergency Management. The Wayne County Alert system and Detroit's Mass Notification systems, "Nixle" and "Smart Messaging" will provide text and audible messages to enrolled cell phones, homes, hotels and businesses in the affected area(s). All messages will contain emergency and evacuation instructions.

In addition to the above listed procedures, alert and notification may be provided via police and fire vehicle loud speakers or bullhorn. First Responders will conduct door-to-door evacuations for acknowledgement and to identify individuals who may have special needs during evacuation (Situation Dependent).

Effective initial communication to the public will enhance the efficiency of the overall evacuation effort. The public is often confused during the initial stages of an evacuation and unable to make informed decisions about what to do. Some people will not know if they are in a hazardous area, might evacuate unnecessarily, or may not know when to respond to an evacuation order. The initial public notification should at a minimum provide basic information to residents including:

- Whether residents should evacuate or shelter-in-place.
- The areas that need to be evacuated, with reference to known geographic features.
- Why and when residents should evacuate.
- The time required for evacuation efforts
- Assembly point locations.

- Shelter locations, including availability.
- Where to pick up children (When an evacuation happens during the weekday and school children are evacuated).
- The designated transportation and evacuation points and evacuation routes.
- Available transportation options (start/end time, transportation point locations, frequency of pick-ups, travel destinations).
- What residents should take from their homes.
- How long the evacuation is expected to last.
- How pets will be accommodated.

Evacuation Procedures

If an evacuation is ordered, it is assumed that many individuals will self evacuate to designated locations, or alternate locations of family or friends. Those who cannot self evacuate will be provided designated pickup points and transportation by the Detroit Department of Transportation or other special conveyance. Designated pickup points will be identified along major transportation routes, designated parks, schools or other highly identifiable locations based upon data received about the affected area. Designations will be communicated on a case by case situation. Buses will be dispatched from DDOT from various Bus Terminals to each location for community pickup and drop off. All regular bus routes will be stopped until further notice. The Detroit Police Department will provide traffic control, establish contra-flow and provide security of the affected area.

Types of Evacuations

Recommended/Precautionary Evacuation

This evacuation is issued when it is believed that a hazard has a high probability of posing significant threat to people living in the areas at risk. Citizens are encouraged to leave the danger area however; the decision to

evacuate will be theirs.

Mandatory Evacuation

This evacuation order is issued when it is believed that a hazard is almost certain to adversely impact the area. After a mandatory evacuation order has been issued,, all persons are required to evacuate the danger area. If persons refuse to leave, they will be given lawful orders to leave and advised that no emergency resources will be endanger to rescue them at a later time.

Self or Supported Evacuation Instructions

Self Evacuation

Use evacuation routes only.

If citizens have private sheltering option (hotel, family friends) outside of the effected area highly recommend this option.

If no private shelter option exists, refer evacuee to the City of Detroit designated sheltering locations.

Citizens who have evacuated will be asked to indicate that they have already evacuated by displaying a large white object (i.e. a sheet or towel) in a visible or conspicuous location in the front of their home or **turn on the porch light.**

Supported Evacuation by Public Transportation

Detroit Department of Transportation buses, School buses or contracted buses will transport evacuees to designated sheltering locations.

Evacuees will be directed to the nearest pick-up location and be taken to designated evacuation centers.

Citizens who have evacuated will be asked to indicate they have already evacuated by displaying a large white object (a sheet or towel) in a visible or conspicuous location in the front of their home or turn on the porch light.

If time is available or notice of intent to evacuate the area is given, the following preparation information should be immediately disseminated to citizens.

Emergency supplies should be readied. Residential Evacuation Checklist executed.

Gather medications and be prepared to share special medication needs with the Registrar at the Sheltering Center.

Private motor vehicles should be prepared and fueled.

Secure your home on departure.

Alert family members/friends to your impending situation and evacuation intentions.

Pedestrian-Only

There may be scenarios when, due to the nature of the incident, an evacuation should be limited only to pedestrian movement, at least initially. This could involve instances when the threat is dire and there is no time to allow for traffic management or to employ public transit options. Pedestrian travel may end up being the safest and most effective evacuation mode. After a no-notice incident occurs, movement by foot will be the first choice for many evacuees. Even once an incident command is established to manage the incident, pedestrian movement could be the best and most efficient method of evacuation, at least from those areas closest to the site of the incident.

Evacuation Route Considerations

The location of an incident becomes the epicenter of the evacuation area, and all

traffic is directed outbound from that point, using as many pre-designated routes as possible. Important roadway characteristic's and considerations that should be considered when selecting an evacuation route are:

- Shortest paths to the designated destination area(s).
- Maximum number of lanes that provide continuous flow through the evacuation area.
- Roadways that are not expected to become disabled while the evacuation is in progress
- Existing signal control and signal coordinated corridors
- The availability of real-time traffic flow and route condition information to emergency managers and the public (e.g., from closed-circuit television cameras, traffic detectors).
- The availability of systems to disseminate real-time conditions and messages. (Message Signs).
- Minimal number of potentially hazardous points and bottlenecks on evacuation routes (Bridges and tunnels).
- Additional capacity can be added on a temporary basis.

Contra-flow Operations Alternatives

Contra-flow operations are the conversion of inbound traffic lanes to outbound only, so that all lanes are used for outbound traffic. Arterial and freeway contra-flow operations can potentially double the number of available outbound traffic lanes during an evacuation scenario. Freeways lend themselves to more effective contra-flow operations than do arterials because of their configuration as un-signalized, divided, access-controlled corridors.

A key element of a contra-flow plan is to identify the appropriate inception and termination points for the corridor. Congestion at these points can severely reduce the overall effectiveness of the plan. Due to the high cost of materials and manpower required to deploy contra-flow operations, it is important that inception and termination points be designed appropriately to accommodate the traffic loading and unloading from the contra-flow route. Design aspects that have been deployed along evacuation routes throughout the country include:

- Evacuation Route signing.
- Median-Crossovers.
- Exit-ramps designed specifically for contra-flow operations.
- Access control gates (railroad crossing barriers).

Monitor Conditions on Evacuation Routes Utilizing CCTV Surveillance Cameras
Intelligent Transportation Systems (ITS) are a key component of capacity-enhancing strategies. Intelligent Transportation Systems are a broad range of technologically based tools that enable transportation and emergency managers to monitor traffic conditions, respond to capacity-reducing events (e.g. crashes, stalled-vehicles), and inform motorists of conditions on routes so that they may select the best route.

CCTV cameras, positioned on freeway and arterial roadways, transmit images to the Emergency Operations Center and DDOT Traffic Operations Center. Using these cameras, emergency and transportation managers can quickly detect, verify, and respond to incidents and reduce the impact of an accident on traffic flow. As an example, if a stalled vehicle is blocking a freeway lane, the transportation manager can dispatch a tow truck to remove the vehicle prior to a police officer arriving at the scene. If a particular route becomes overly congested as viewed through a CCTV camera, transportation managers can begin to advise the public () to use an alternate route.

Each emergency operations center should establish communications with the DDOT Traffic Operations Center and MDOT with their respective local traffic management center so that CCTV Images are accessible to emergency management staff during an evacuation scenario.

Utilize Variable Message Signs to Provide Traveler Information during an Evacuation

Variable message signs are a primary means for disseminating real-time evacuation information. Information concerning routes, shelters, and/or upcoming detours may be displayed on variable message signs. The frequencies of radio stations broadcasting evacuation information can also be displayed. Variable message signs are located on freeways at intermediate locations between freeway entrances, in advance of freeway-to-freeway interchanges.

Messages can be posted by operators at the MDOT Traffic Operations Center.

Vehicle Maintenance and Assistance

Stalled vehicles and other vehicular incidents may cause additional congestion on evacuation routes, especially if they occur at bottleneck locations. During an evacuation, tow trucks should be strategically positioned along evacuation routes to help clear incidents quickly so that any available capacity can be restored.

Personal Readiness for Evacuations

In the event of an evacuation, the American Red Cross will prepare one or more Sheltering Centers to shelter evacuees, however, the Centers may not be immediately fully equipped to meet everyone's needs. Therefore, it is important for each evacuee to prepare in advance for their own needs during the initial hours of evacuation. The Public Information Officers will advise the public to prepare 72 Hour Emergency Kits to sustain all family members until a full support response can be mustered. See www.ready.gov or www.redcross.org for more details regarding 72 hour preparation.

Action Steps of Evacuation Plan

- Incident Occurs
- Emergency Response
- Situation Assessed
- Incident Command System Initiated
- Declaration of Emergency if Applicable

- Emergency Operations All Hazards Plan Activated
- Precautionary/Mandatory Evacuation Ordered
- Evacuation Initiated
- Security of Evacuation Areas will be conducted and controlled by Law Enforcement
- Declare All Clear/Return of Residents

Special Needs Population

Detroit Emergency Medical Services (EMS) will be responsible to coordinate the transportation of non mobile medically challenged persons. There are citizens and guests that will require assistance leaving their residence or those who have medical needs that require electricity in the case of a power outage. Persons with disabilities requiring assistance should call 911 advising their location and their need to evacuate. This is only for those who do not have transportation and cannot make it to the designated evacuation center or neighborhood pick-up bus stop location.

Five Categories of Disabilities but not limited to

- Mobility impairment
- Visual impairment
- Hearing impairment
- Speech impairment
- Cognitive impairment
- Schools and Daycare Centers:
- School children will be evacuated in accordance with the school/day care center Emergency Policies and Procedures.

Evacuation Flagging System

As part of the evacuation procedure, emergency personnel will go door to door in an attempt to ensure that all residents of the area have been notified of the evacuation order and to assist any persons who wish to leave but are unable to do so. Emergency responders will record occupancy status (For Example).

- Occupant was contacted and understands evacuation condition.
- Contact attempted. No contact made
- Occupant refuses to leave the property
- Pets left unattended at residence/business

Security

To ensure the evacuation is complete, security of vacated areas will be maintained by Law Enforcement.

During an evacuation, roadblocks into the area will be maintained by the Police, supplemented by designated emergency responder/volunteer assistance, as required. Traffic Flow will be controlled by barricades, traffic cones, electronic signs, and police officers directing traffic.

Access to an evacuated area will be restricted to authorized emergency personnel. Only when the area is determined to be safe shall residents with proper identification be allowed to return to the area. Depending on the circumstances, residents will initially be allowed in the area to remove personal items from residences, however, occupancy will not be allowed until utility services have been restored and structures have been deemed to be safe. Every effort will be made to verify identify of persons claiming to be residents but without identification, however, if identity cannot be determined persons will not be allowed into secure areas. Members of the media will be allowed into secure areas during organized media tours and/or when accompanied by authorized persons.

Return of Evacuees

The Incident Commander, Safety Officer, Operations Section Chief and Building Safety Officials will monitor the area in order to determine when the area(s) is safe for return. The Incident Commander will approve the order to allow residents to Return. Designated return routes and appropriate public information will be provided to evacuees through local media.

Once an evacuation is complete and the immediate dangers posed from an incident have subsided, evacuees should be allowed to return to the affected area. Local jurisdictions will likely have a lead role in supporting the re-entry of evacuees. While many of the same parties, personnel, supplies and equipment used during the actual evacuation operation will also be involved during re-entry, there are a number of issues to consider.

The decision to reenter an area that has been evacuated is based on numerous public safety factors. The impacted area must be safe for residents and business owners to return. Since the degree of damage will likely vary within the affected area it might be beneficial to initiate a phased re-entry process. As geographic areas are declared safe for re-entry, evacuees will be able to return. Below is a list of some of the activities in which a jurisdiction is responsible:

- Inspection of the affected area
- Assisting any victims who did not evacuate
- Removing any deceased victims from the area
- Performing an initial assessment of damage to homes and businesses
- Moving debris
- Handling downed power lines
- Restoring utilities and basic services to the area

In the best-case scenario, an incident will cause minimal damage to the local community. In these instances, after a damage assessment has been conducted and the all-clear been given by public safety officials, a message may be sent via the media that it is safe to return. It is possible that evacuees might be located well outside the boundaries of the affected area, particularly when dealing with incidents of a longer duration. As such, broadcasting of re-entry procedures should be part of an extensive public and media outreach campaign. When communicating re-entry procedures to the public consider the following:

- What routes are available to evacuees?
- Are there any vehicle restrictions in place on those routes?
- Is a phased evacuation going to occur?
- Are there particular times that evacuees can reenter the affected area?
- What services are available in the affected re-entry area?
- What utilities are functional in the affected re-entry area?
- Will evacuees require an ID to reenter the affected area?
- Are there any security checkpoints in place?
- What media sources can evacuees turn to for the most up-to-date information on re-entry procedures?

Evacuees who self-evacuated using their own means of transportation should be able to return on their own accord. If a jurisdiction provided transportation to shelters, the jurisdiction may have to organize return transportation for those evacuees. As with the initial evacuation, numerous resources, especially personnel and transportation related resources will be required to successfully return evacuees to the affected area.

Shelter in Place

Shelter-in-Place Strategy

The purpose of an evacuation is to remove civilians from dangerous areas in a safe, orderly and supervised manner. There are certain instances, however, when evacuating after an incident is more dangerous to citizens and puts them at a greater risk. The nature and scope of the incident may generate hazards that pose a serious threat to the at-risk population if an evacuation occurred. Examples of such risks are compromised transportation infrastructure, impacts of aftershocks, the presence of toxic or radiological contaminants (particularly a plume), impending weather conditions that might cause toxic substances to occur, and secondary fires and explosions. In such situations, having at-risk populations shelter in place with basic protective measures may be a more viable and safer option.

If the present location affords adequate protection against the particular incident, emergency managers should consider having people shelter-in-place to reduce the number of citizens who become part of an evacuation stream or who need to be moved by public transportation. While the primary goal of any response action is to save lives, the incident's impact on the ability of the transportation network to move people quickly and efficiently should be weighed against the risks of remaining in place in the short term.

- Get inside.
- Close and lock doors, windows, air vents and fireplace.
- Turnoff fans, air conditioning and forced air heating systems.
- Take your emergency supply kit.
- Go into an interior room with few windows.
- Seal all windows, doors, and air vents with plastic sheeting and duct tape.
- Be prepared to improvise.

Additionally, an American Red Cross trailer is pre-stocked and positioned within the City of Detroit and the tri-county area to assist in opening an emergency shelter. By American Red Cross policy, registered sex offenders are not allowed in public shelters and will be sheltered separately. The Detroit Police Department will provide the Red Cross with the names of registered sex offenders registered in the City of Detroit.

Communications with the Public

It is not only emergency management and response agencies who need to prepare in advance of an evacuation. The execution of an evacuation will proceed much more smoothly if the evacuees themselves are properly prepared as well. Ensuring that the public knows what to do and where to go will greatly assist emergency personnel during an evacuation. There are two main areas of concern when dealing with the public:

- Communicating with citizens once a disaster is imminent and throughout the actual evacuation process.
- Educating citizens about what to do and expect when a disaster occurs in the future.

When the public has a better understanding of what to expect during an evacuation and how to prepare themselves, they will be more self-reliant during the actual evacuation and thereby lessen the burden on emergency responders. This, in turn, will enable responders to focus on those segments of the evacuation population who require the most assistance (e.g., special needs populations).

Joint Information Center (JIC)

The Public Information Officers will coordinate a Joint Information Center (JIC) to keep the public and the media updated on the nature of the emergency and evacuation procedures. As evacuations become probable, the PIO's will disseminate information to the public regarding evacuation preparation along with information on how to sustain themselves and members of their family for up to 72 hours. The JIC will conduct regular media briefings at an established location. Public Information Officers for the City of Detroit will initiate periodic updates of the City's website (www.ci.detroit.mi.com) containing emergency evacuation instructions. Email and fax notifications will be sent to 1 local media updating emergency information and evacuation procedures. Additionally, the JIC will disseminate information and a phone number for persons with disabilities needing public transportation to a sheltering location.

Public Education

Jurisdictions should increase public awareness and knowledge so that citizens will be in a better position to act if a disaster ever occurs. One way to do this is by conducting public information programs to increase citizen awareness of potential hazards specific to the area that may require an evacuation effort. Information should include:

- Preparations to carry out in advance
- “Emergency Go” kits
- Workplace and family evacuation plans
- Regular drills to practice plans
- Potential need to shelter in place
- Special considerations for animal owners
- Appropriate cages, carriers, or trailers for animals
- Supply of medicine and special foods required by the animals
- Identification worn by animals at all times
- Where to get information once an evacuation is declared
- How an evacuation will be declared
- What transportation options will likely be available
- What evacuation routes are likely to be used
- What support services are likely to be offered to evacuees
- What citizens should take with them during an evacuation
- Recommendations for families with small children
- How pets will be accommodated at shelters

- What services will realistically be provided to the special needs population during and after an emergency
- Where to get updated information once an evacuation is underway

Successful efforts for public education include community seminars and preparedness pamphlets distributed to residents and businesses. Information can also be posted on agency web sites. One resource available to local jurisdictions is the *Ready Campaign*, a DHS initiative. The *Ready Campaign* educates citizens about steps they can take in order to be better prepared to react to emergencies.

Authorities

Any evacuation plan must be developed and maintained pursuant to relevant county, state, and federal statutes and regulations. Every effort should be made to ensure that the evacuation plan is compatible with the Federal Emergency Management Agency (FEMA).

Federal and state statutes and regulations will be applicable across all counties in Washington, are listed below. The statutes and regulations applicable at the County level are specific to each County. Jurisdictions should refer to their respective comprehensive emergency management plan (CEMP) and associated plans for a list of relevant statutes and regulations. Pay particular attention to any provisions authorizing Proclamations of Authority.

Note that some elements of this section may already exist in previously-written emergency management plans, notably the CEMP. Where possible, it is appropriate to include these provisions in the evacuation plan by reference to the relevant sections of the existing plans.

Federal

1. Code of Federal Regulations Title 44, Part 205 and 205.16.
2. Public Law 920, Federal Civil Defense Act of 1950, as amended.
3. Public Law 100-707, Robert T. Stafford Disaster Relief and Emergency Assistance Act.
4. Public Law 93-288, Disaster Relief Act of 1974, as amended.
5. Public Law 96-342, Improved Civil Defense 1980.
6. Public Law 99-499, Superfund Amendments and Reauthorization Act (SARA) of 1986, Title III, Emergency Planning Community Right-to-Know Act (EPCRA).
7. Public Law 105-19, Volunteer Protection Act of 1997.
8. Homeland Security Act of 2002.
9. Homeland Security Presidential Directive/HSPD-5.

10. Homeland Security Presidential Directive/HSPD-8.
11. National Response Plan of 2004, with Notice of Change amendments from 2006.
12. Pets Evacuation and Transportation Standards Act of 2006.

Preplanned Assembly Points/Pick-Up Points

The below listed locations are potential sites and only identified for pre-planning. They are not to be used unless identified for execution during a specific event.

Southwest District:

Clark Park
Patton Park
Clemente Recreation Center

Central District:

Campus Matius
Cabacier Park
Ford Field
Comerica Park
Chene Park
Wayne State Football Field
Red Cross Parking Lot

Eastern District:

Coleman A. Young Airport
Chandler Park
Lennox Park

Northwest District

Stoepel Park
Northwest Activity Center
Adam/Butzel Center

Reception Centers/Shelters

Southwest District

Patton Recreation Center
2301 Woodmere
Detroit, Michigan 48209

Clemente Recreation Center
2631 Bagley
Detroit, Michigan 48216

Central District

Coleman A. Young Recreation Center
2751 Bradby Drive
Detroit, Michigan 48207

Joseph Walker Williams Recreation Center
8431 Rosa Parks
Detroit, Michigan 48206

Eastern District

Butzel Family Center
7737 Kercheval
Detroit, Michigan 48214

Heilman Recreation Center
19601 Crusade
Detroit, Michigan 48205

Northwest District

Northwest Activity Center
18100 Meyers Road
Detroit, Michigan 48235

Crowell Recreation Center
16630 Lasher
Detroit, Michigan 48219

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